

GENDER DISCRIMINATION IN THE SANDF:
*Women as combat soldiers in the South African Army with
reference to the Western Province Command*

By

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**Assignment submitted in partial fulfilment of the
requirements for the degree of Master of Public
Administration
at the University of Stellenbosch**

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2001

DECLARATION

I, the undersigned, hereby declare that the work contained in this assignment is my original work and that I have not previously in its entirety or in part, submitted it at any university for a degree.

ABSTRACT

As early as the unification of South Africa in 1910 enforced discrimination in the military has been an issue that affected both race and gender. The advent of democracy in South Africa has brought fundamental changes in spheres of governance. One of these changes is the transformation of the public service of which the Department of Defence, in particular the South African National Defence Force, is part.

The constitutional and judicial imperatives stipulated to the government departments to be representative of the demographic composition of the population of South Africa. The Department of Defence has provided a policy on equal opportunity and affirmative action to redress the racial and gender imbalances of the past, to protect individual and groups against unfair discrimination and to work towards achievement of employment equity.

The study seeks to establish the extent and influence of gender discrimination in the South African National Defence with particular reference to the SA Army's Western Province Command. To achieve this, the attitude of the middle and top management of the WP Command towards the utilisation or employment of women in combat roles were assessed. The study also investigated whether the mentioned management does encourage women to be involved or participate in combat roles.

Data was collected from respondents by means of a structured questionnaire consisting of 58 questions (plus 8 unstructured questions). The sample was drawn from the SA Army's WP Command and the focus was on middle and top management.

Findings of the study indicate that the SA Army's WP Command's middle and top management supports the equality of men and women in general, but is reluctant to allow women to participate in combat roles side by side with their male counterparts. Although there seems to be an understanding and support for the policies of addressing equal opportunities, traditional cultural beliefs or stereotypes about women still shape and influence the acceptance and the non-acceptance of women in combat roles

Finally, recommendations highlight issues of consideration when drafting policy *vis-à-vis* the utilisation of women as combat soldiers.

OPSOMMING

Reeds so vroeg as Uniewording van Suid Afrika in 1910 was geforseerde diskriminasie binne die weermag 'n kwessie wat beide ras en geslag beïnvloed het. Die totstandkoming van 'n demokrasie in Suid Afrika het fundamentele veranderinge in die sfeer van Staatsbestuur te weeg gebring. Een van hierdie veranderinge het betrekking op die transformasie van die staatsdiens, waarvan die Suid Afrikaanse Nasionale Weermag 'n deel is.

Daar rus 'n konstitusionele en juridiese verpligting op staatsdepartemente om die demografiese samestelling van die bevolking van Suid Afrika te weerspieël. Die Department van Verdediging het 'n beleid van gelyke geleenthede en regstellende optrede ontwikkel om die rasse- en geslagsongelykhede van die verlede aan te spreek. Die beleid poog om individue en groepe teen onregverdigde diskriminasie te beskerm en om billikheid in die werksomgewing te verseker.

Hierdie studie poog om die omvang en invloed van geslagsdiskriminasie in die Suid-Afrikaanse Nasionale Weermag te bepaal, met spesifieke verwysing na Kommandement Westelike Provinsie in die Suid-Afrikaanse Leer. Ten einde die omvang en invloed te bepaal is die houdings van middel- en topbestuur van Kommandement WP beoordeel met betrekking tot die aanwending of benutting van vrouens in 'n gevegsrol. Die studie poog om te bepaal of genoemde bestuurders vrouens aanmoedig om betrokke te raak by, of deel te neem in 'n gevegsrol.

Data insameling het geskied deur middel van 'n gestruktureerde vraelys wat 58 vrae bevat het (Daar was ook 8 ongestruktureerde vrae ingesluit). Die steekproef is getrek uit lede van die Suid Afrikaanse Leer verbonde aan Kommandement Westelike Provinsie, met die spesifieke fokus op middel- en topbestuur.

Bevindings van die studie dui daarop dat middel- en topbestuur van Kommandement Westelike Provinsie (SA Leer) oor die algemeen gelykheid tussen mans en dames ondersteun. Hulle is egter onwillig om vrouens toe te laat om sy aan sy met hul manlike eweknie in 'n gevegsrol te funksioneer.

Alhoewel dit blyk dat daar begrip en steun bestaan vir die beleid wat gelyke geleenthede voorskryf, bepaal tradisionele kulturele oortuigings of stereotipes met betrekking tot vroue steeds die aanvaarding of nie-aanvaarding van vrouens in 'n gevegsrol.

Die finale aanbeveling beklemtoon dat daar sekere kwessies is wat oorweging moet geniet wanneer 'n beleid ten opsigte van die benutting van vroue as soldate in 'n gevegsrol, opgestel word.

ACKNOWLEDGEMENTS

This work is dedicated to my late mother, Minah and those people who have had a great influence on my understanding of issues and shaping of reasoning. I am full of gratitude to all of them for honouring me with their valued impressions, insight, ideas and encouragement.

However, I find it imperative to mention some names of particular individuals, albeit not all, who may be too modest to realise what the depth of their particular contributions were.

My sincere gratitude to Francois Theron, my supervisor, whose companionship, trust and confidence kept me "doing it right" when I wanted to settle for less, and kept me challenging myself to become better. Dr De Wet Schutte whose valuable research experience and advice provided me with statistical insight into data.

I am indebted to my friends and relatives, in particular, my wife Phumla, my father, my siblings Mbulelo and Thandeka, and you my children, Buntu, Phathiswa, Toivo and Phumela from whom valuable time was "borrowed" to accomplish this task, forfeiting my attention as father and friend to you.

To Nondili and Dumile Tengimfene and Vuyelwa Pringane whose determination in life is a source of inspiration to me. You instilled in me the value of education, discipline and an ambition to succeed in life. I am truly indebted.

I am grateful to colleagues and friends, Mzwandile Vena, Temba Matanzima, Kayise Nombakuse and Mxolisi Petane who kept a "watching brief" on this study. Your persistent questions about the progress and encouragement to complete this study against all odds kept me going.

Finally, I owe special thanks to Cobus Kruger, Nontando Majola, Sammy Mosiane, Cheryl Havenga and Mthobeli Tengimfene's patient proofreading and unfailing support.

“Aristotle could have avoided the mistake of thinking that women have fewer teeth than men by the simple device of asking Mrs Aristotle to open her mouth.”

- Bertrand Russell (Peter, 1980, p. 457)

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CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

The ushering in of democracy brought about universal values which are enshrined in the *Constitution of the Republic of South Africa*, 1996, which, among others, discourage unfair discrimination against anyone on the basis of gender. Furthermore, the *White Paper on the Transformation of the Public Service*, 1995, stipulates that all government departments must be representative of the South African population. This means that the national demographics of the country must be reflected in the composition of the public service. The *White Paper on Defence*, 1996, also requires the Department of Defence to be representative thereof in order to legitimise the organisation in the eyes of the national and international populace. Because of this Constitutional imperative public organisations devised and implemented affirmative action and equal opportunity policies to redress the imbalances of the past. It is out of this imperative that the Department of Defence (DOD) has adopted its own equal opportunity and affirmative action policy (See Appendix C) to ensure that it is broadly representative of the demographic composition of the South African population.

The South African National Defence Force (SANDF) as an organisation working within the context of a changing environment acknowledges the lack of gender representivity within its ranks and is bound by the Constitution to correct these imbalances.

This chapter will outline the motivation for the study, problem statement, hypothesis, clarify key concepts used, explain the research methodology and provide an outline of the study.

1.2 MOTIVATION

Prior to April 1994 the South African Defence Force (SADF) functioned within the context of the then existing Constitutional framework. Women in the SADF and the former so-called independent TBVC States (Transkei, Bophuthatswana, Venda, and Ciskei) defence forces were not allowed to partake in combat roles.

The introduction of a new democratic order in the country compelled the SANDF like all spheres of government to adjust and face the challenges confronting it. This has lead to the SANDF's policy on affirmative action and equal opportunities. There is, however, yet no policy to address the issue of employing women in combat roles in the SANDF.

1.3 PROBLEM STATEMENT

Is SANDF's middle and top management, in favour of employing women in combat roles? Has this state of affairs resulted in women not being keen to participate in combat roles? Has this led to the dissatisfaction of women who are keen to partake in combat roles?

1.4 HYPOTHESIS

The hypothesis argues that middle and top management specifically in the S.A. Army does not encourage women to be involved in combat roles. This leads to dissatisfaction amongst some women who want to partake in combat roles.

1.5 RESEARCH METHODOLOGY

1.5.1 Data Requirements

To ascertain the information needed for analysis and deriving findings, it was imperative to determine where the data could be derived. To realise this requirement a literature review, as a source of theoretical foundation and to place the current research project into a scientific perspective, was employed (Dane, 1990: 62). In addition, a questionnaire, as a data collection instrument, was utilised (Brynard & Hanekom, 1997: 30).

To determine the extent and influence of gender discrimination it was decided that the questionnaire (Appendix A) should be categorised into four components, namely:

- Biographical background focusing on gender composition, age, population group, language and educational level;
- Management level, how is it composed at top and middle level in terms of gender and race;
- Value system categorised into public and military value system, and finally,
- Administration, with particular focus on procedures and policies.

1.5.2 Sampling

Stratified random sampling was utilised to reach a number of 100 respondents. To achieve this the following procedure was followed:

With the permission of the SA Army's Western Province (WP) Command HQ, (which is the case study for this study) a print-out of a strength list with ranks, names, corps and gender of all officers from the rank of Captain to Major General, was supplied. These officers were all from the WP Command. To achieve a proportional stratified sample, each rank was sampled separately (from Captain to Lieutenant

Colonel). To ensure gender representivity and the fact that women were only 10% of the total population, they were not sampled but merely added to the stratified random sample. This also applied to Major General, Brigadier General and Colonels whose numbers were minimal to be sampled. The following is the break-down of the total population from which the sample was drawn:

Table 1.1: Population break-down

Character	Count (n)		Total
	Men	Women	
Maj. Gen	1	--	1
Brig Gen	2	--	2
Colonel	14	1	15
Lt. Colonel	30	3	33
Major	73	9	82
Captain	87	11	98
Total	207	24	231

1.5.3 The instrument

A structured questionnaire consisting of 58 questions (with 8 unstructured questions) was used to collect data from the respondents. Though the questions were not in chronological order they were categorised into four sections: biographical background, management level, values system and administration. The Likert or Summative scale was predominantly used in this questionnaire (Dane, 1990: 272).

The questionnaire was pre-coded into a computer program to ensure less cumbersome processing. A covering letter explaining the objective of the questionnaire, and ensuring confidentiality to respondents was attached (Appendix B). The 100 questionnaires were sent to the respondents through an internal computer mail system called "Group-wise". Cut-off time to respond was stipulated and

respondents were requested to use the internal mail system or registry to send back their completed questionnaires. Out of 100 questionnaires sent 51 were received back on time, 9 were received late and 40 were not received.

1.5.4 Analysis of data

A computer system was used to capture and process data for analysis purpose. The researcher was assisted by Dr De Wet Schutte, a research specialist, with the analysis of data.

1.6 LIMITATIONS OF THE STUDY

This study project was started in 1999. The questionnaire for the collection of data and analysis was distributed and collected in the same year (1999). This project was postponed and resumed in 2001. Therefore, data analysis done here is within the context of the then prevailing conditions of 1999. By the time of the completion of the study the structures of the SANDF had changed as the result of the transformation process. Therefore, although the study project was completed in 2001 it does not reflect the current situation in the SANDF.

1.7 CLARIFICATION OF CONCEPTS

For the purpose of this study the following terms will be lexically defined to clear ambiguities and enhance common understanding:

Affirmative action is best defined by the White Paper on Affirmative Action in the Public Service, 1998, as the additional corrective steps or programmes which must be taken so that those who have been historically disadvantaged by unfair discrimination are able to derive full benefit from an equitable employment environment.

Affirmative Action also includes practices that ensure that persons hitherto prejudiced by past policies or unequal access to education and training, owing to discrimination are able to acquire job opportunities and appropriate training. (Department of Defence, 2000: 12). In the context of the South African situation the objective is to have a work force representative of all levels of the population of the country.

Combat: This term refers to "engaging an enemy or being engaged by an enemy in armed conflict." (Holm, 1992: 338). Although the appropriate term fitting the study topic is **direct combat** the researcher will use the term combat for the same meaning. Direct combat is defined as "engaging an enemy with individual or crew-served weapons while being exposed to direct enemy fire, a high probability of direct physical contact with the enemy's personnel, and substantial risk of capture." (Becraft, 1990: 9).

Disadvantaged groups: This term refers to any group of people who have in the past (in particular, during the apartheid era) been deprived of rights, career opportunities, education, training or job advancement or have received less beneficial schooling, fewer benefits, less beneficial conditions of service than any other person or groups on the grounds of race, gender, or disability or have been discriminated against by any form of distinction, preference or exclusion or personal treatment that directly or indirectly, restricted development, made separate provision for, or provided less favourable treatment on the grounds of race, gender, sexual orientation or disability. (Department of Defence, 2000: 13). According to the White Paper on Affirmative Action in the Public Service, 1998, this term refers to those groups identified as having been unfairly discriminated against on the basis of past legislation,

policies, prejudice and stereotypes.

Tokenism refers to a situation whereby a company or organisation is keen to promote blacks into prominent positions within the company in order to achieve “window-dressing”(Innes, 1993: 15). The purpose is usually to appease the outside community, to appear as dedicated to a matter while in reality minimum or no dedication is being invested.

For an example, employing a black person without the necessary commitment to develop and empower the person to function effectively but to create the impression of being committed to equality and affirmation of previously disadvantaged groups.

1.8 OUTLINE OF THE STUDY

Chapter One covers an introduction, outlines motivation, problem statement, research methodology and the outline of the study.

Chapter Two is a literature survey of related issues. Some policy issues are also studied.

Chapter Three focuses on an organisational overview of the SA Army, including the historical background and current reality.

Chapter Four deals with the data presentation and analysis.

Chapter Five is the final chapter dealing with the integration of findings, conclusions and recommendations.

CHAPTER 2

LITERATURE REVIEW

2.1 INTRODUCTION

Societies globally have been culturally conditioned to what constitutes vocational roles of men and women. This makes it difficult to be objective when we evaluate one another in non-traditional roles. In entering democratic transformation, South Africa experiences dramatic change in gender relations. For many people such change is a threatening experience, for others it is a challenge.

The military is one of the national spheres that are influenced by the changes in gender relations. The issue of women in combat has sparked a debate within and outside the SANDF. The central question is whether the SANDF's middle and top management is in favour of employing women in combat roles or not.

This chapter will reflect upon the literature pertaining to the utilisation of women in combat roles. The concept of gender discrimination will form the core of the discussion while arguments for and against exclusion of women from combat roles will be addressed.

2.2 THE CONCEPT OF GENDER DISCRIMINATION

In this chapter the term "gender" will be used to refer to those differences that are a result of sociological or ideological factors.

Gender refers to the qualitative and interdependent character of women's and men's position in society.(Ostergaard, 1992: 6). Gender consists of clusters of behaviours, traits, and attitudes that

are socially defined and construed as masculine or feminine. It is learned from childhood and is contextualised by the social class, race and culture to which an individual belongs. Every culture or social group establishes a system of gender based on biological sex. Through this system, roles are allocated and a division of labour results. Most societies world wide, allocate greater power, control and privilege to men and the major responsibility for the care of the household and children to women.

According to the *Commission on Gender Equality Annual Report, 1998*, gender refers to the economic, social and cultural attributes and opportunities associated with being male or female. It differs from sex in that it is social and cultural rather than biological. Gender attributes differ from society to society, and are subject to change with time.

Discrimination: South African law does not provide a definition of discrimination against women. However, among the important clauses of the Constitution of the RSA, 1996, is the clause in the Bill of Rights, which says that, "the state may not unfairly *discriminate* directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth."

Discrimination deprives a person of the right to adequate protection and advancement. It also refers to making distinctions or choices based on factors other than individual merit or established standards that have and adverse impact on an individual or members of a group.

Since the inception of society, women have been routinely discriminated against. In a military environment where women are

outnumbered, and often outranked, by men, it is not surprising that women sometimes feel being the victims of various forms of discrimination.

The absence of women at higher levels in the SANDF can be seen as a product of earlier, historical patterns involving the division of labour between men and women in the public and private sphere as well as stereotype group norms and prejudices against women. These values still influence behaviour and are carried over from one generation to the next.

2.3 ARGUMENTS FOR THE EXCLUSION OF WOMEN FROM COMBAT ROLES

Numerous reasons can be advanced for excluding women from combat. Although these are not exhausted arguments they are common in different schools of thought. The following epitomises some of the arguments for the exclusion of women from combat.

2.3.1 Women and subjection to suffering of war

Central to the arguments against the use of women in combat is that, "women should not be subject to the suffering of war". (Steihm, 1980: 52). This argument is reinforced with stories about the horrific experiences of those who were physically involved in combat.

What is so special about the suffering of women? To some, the interpretation is that the suffering of women might be as a result of men failing to protect women. This stems from conditioning that women are a weaker sex and men are the protectors of women. In addition, women are likely to be characterised as dependent and emotional while men are likely to be considered aggressive, active, and instrumental (Weitzman, 1979:ix). Interesting to note is that men's suffering is not questioned. This gives an impression that they ought to endure suffering.

2.3.2 Possibility of being a prisoner of war (POW)

To some experienced military personnel the implication of women suffering the ordeal of being a Prisoner of War is that women will suffer sexual abuse. This alone seems to be a sufficient cause for excluding women from combat roles.

This argument is reinforced by the concern that the presence of female prisoners of war might cause additional morale problems for male prisoners, namely that men would try to protect women POW's to the detriment of the unit. (Lawrence, 1993:49). To men, the idea of women being tortured as POW's is unbearable because it somehow implies that they have not done their duty and failed in their role as "protector". Paternalism as a culturally derived behaviour also influences male commanders to demand a lower level of performance from women. This is coupled with being worried about her being tortured, ravished or killed in combat (D'Brien, 1982: 59)

2.3.3 Women's biological role

What seems to be a practical reason for not allowing women into combat is related to the separate biological roles of the sexes (that is, bearing children) and gender roles (raising and caring for children).

The reality of war is that lives are lost. This argument goes that if more women are lost in war the biological role that they have to play will be left vacant. Steihm (1980:56) elucidates this point in the following argument: "New lives can be created, but it takes one woman to bear each child each year, while one man can father a large number of children a year. Numerous women are essential to the replenishment of a population, but only a few men are required". Thus, to permit women in combat will deny society the very person who has contributed to its existence. Women are said to be important because of their contribution to the perpetuation of humankind. For this role they need to be preserved, protected, and valued.

2.3.4 Chivalry

This is an inclination to defend the weaker party. According to this argument chivalry is another reason why men are reluctant to have women fighting along their side. This can sometimes be manifested in individual favouritism such as "helping" where help is not needed. Inappropriate assistance or helping sometimes can give an impression that the person helped is too weak to handle the task herself and can thereby reinforce the stereotype and degrade women's capabilities (Jeffery, 1998:15). In a tight military situation, men do not want to depend on anyone they consider or perceive to be small and weak. Instead this can lead to men concentrating more on defending women than concentrating on the actual opposing forces. As a result this can affect morale, concentration and focus on the objective at hand.

2.3.5 Cohesion and camaraderie

Cohesion in a group as defined by Steihm (1980: 53) can be described as a closeness, or common attitudes, behaviour, and performance. It can be negatively affected by the introduction of any element that detracts from the need for such key ingredients as mutual confidence, commonality of experience, and equitable treatment.

An argument is advanced that mixed-sex units by definition cannot achieve the camaraderie of a unit of the same sex. According to this argument the presence of women is said to produce jealousy and dissension among female group members. Even in the mixed sex unit, it is argued that, men can maintain unity provided that women are segregated, but the overall unity of such an organisation would be less than that of a single-sex unit.

Furthermore, some argue that women provoke chivalrous behaviour. Female casualties are said to demoralise men and destroy the units' cohesion. As previously explained men place themselves at higher risk in order to protect women, and as a result fail in some cases in their combat mission.

The United States Commission set up to investigate the effect of mixed-sex units on cohesion (Presidential Commission, 1992: 25) found the following as the areas of concern where cohesion problems might develop:

- ♦ ability of women to carry the physical burdens required of each member;
- ♦ forced intimacy and lack of privacy on the battlefield (e.g. ablution facilities);
- ♦ pregnancy; and
- ♦ traditional western values where men feel a responsibility to protect women.

The belief persists that the presence of women in combat groups would dilute male bonding and decrease unit effectiveness. Although the emphasis is on combat forces in battlefield it would be interesting to note the cohesion that prevails in traditional mixed gender roles such as administration and health services in the military environment.

2.3.6 Physical ability

In general, women are shorter, weigh less and have less muscle mass and a greater relative fat content than men. In terms of military significance, women are at a disadvantage when performing tasks requiring a high level of muscular strength and aerobic capacity. (Presidential Commission, 1992: C/70). These dissimilarities have led to the conclusion that women are physically incapable of performing well in a military environment. In particular, the carrying of heavy military equipment, whether it be mortars or machine guns, is doubted.

Does the SA Army have to lower or increase fitness standards based on gender? The bottom line here is that in order to fight and win on a high intensity battlefield, the Army must have professionally trained, properly equipped and combat fit and ready force.

2.3.7 Pregnancy and lost-time rates

Hackworth (Current News, 1991: 13&14) contends that lost time as a result of pregnancy, menstruation and abortion are often cited as unacceptable inefficiencies associated with women soldiers. Furthermore, monetarily, there is a greater loss in training a woman than training a man. It costs \$6 million to train one F-16 fighter pilot, for example. If a woman pilot becomes pregnant she does not fly. If war breaks out, an air force unit is missing a pilot. After the birth of a baby that pilot has to be retrained and reintegrated in the unit.

These examples and arguments tend to substantiate the perception that pregnancy is a perennial problem in the military. Pregnancy does account for a significant amount of lost time and pose implications for unit readiness. The main issue here is that military units, which must absorb extended absence of its soldiers without replacement, cannot efficiently perform their missions to maximum efficiency.

2.3.8 Sexual harassment

Sexual harassment is a relatively new term, albeit, having reached high proportions in debates on gender issues. This term can mean verbal harassment with sexual overtones; to others, minor physical assault; to still others, the use of one's superior military position to coerce sexual favours from a subordinate. It includes unwelcome, sexually related, obscene or suggestive language, gestures, coercion, humiliation, embarrassment, and physical contact (Nabors, 1982: 38). Women can be targets of sexual harassment. The frequency, however, is likely to increase significantly if the women are young, attractive, or alone. Isolated incidents, when viewed individually, are usually

not considered to be a "serious problem" for most women. However, the cumulative effects of constant and continuous harassment can be expected to have a considerably adverse impact on women soldiers. Sexual harassment has an adverse impact on discipline, morale and overall efficiency of a unit. It can occur at almost all places in the military on a continuous basis, day and night, whenever female soldiers are present. After duty hours when the chain of command has left the unit, the problem is likely to escalate (Shewood, 1989: 16).

In the South African context, cultural diversity can bring different meanings to the term sexual harassment. In addition to shared understanding, a study on perceptions of different cultural groups on what constitutes sexual harassment needs to be conducted, to clear ambiguities that may exist. A key point is that the term "unwelcome" behaviour is determined by the recipient of the sexual harassment.

2.4 ARGUMENTS AGAINST THE EXCLUSION OF WOMEN FROM COMBAT ROLES (SOCIO-ECONOMIC AND POLITICAL FACTORS)

The issue of women's involvement in combat roles has become a pertinent issue throughout the world. The SANDF is no exception. The divide between inclusion or exclusion of women from combat roles continues to polarise the debate. The arguments against the exclusion of women from combat roles range from historical experience to constitutional imperatives of democratic governments.

2.4.1 Historically, women have served in combat roles

As early as the First World War, women were recruited to serve in supportive roles, to free more men for fighting roles. Women's roles were further expanded in World War II, and more recently, have extended into the realm of combat occupational assignments in several countries. De Pauw (1981) as quoted by Hoiberg (1991:726-731) cites the following historical involvement of women in combat:

2.4.1.1 Women in the US military

Women's roles in the US military began during the American War of Independence. Tens of thousands of women were involved in active combat serving in artillery units, in the enlisted ranks as soldiers in men's clothing, in militia units, and in frontier warfare.

During the US Civil War, a large number of women volunteered as nurses with both the Union and Confederate Forces. Many of these nurses also assumed the roles of spies and scouts. During World War II about 350 000 served in the US Military. An important example of women's service in World War II is that of a unique group of 1074 women who flew as Women's Air Force Service Pilots (WASPs) ferrying almost every aircraft in the Air Force inventory from the smallest trainers and hottest fighters to the biggest bombers. Another dedicated group served in espionage and sabotage roles. These women were found to be brave and as cold-blooded as their male counterparts.

In the late 1989, approximately 800 military women participated in the invasion of Panama, many of whom experienced actual combat.

2.4.1.2 Women in the USSR military

Women's most active contribution in defence in the USSR was during their participation in the 1918 to 1920 Revolution. Approximately one million women served during World War II. They were assigned to combat units where they served as snipers, machine gunners, and tank crewmembers. The highest percentage of women was assigned in rear areas to release men for combat duty. They also provide members to combat units and air regiments that flew combat aircraft.

2.4.1.3 Women in resistance movements

African women served in the resistance movements during the struggles for the liberation of their countries. For an example, in Guinea-Bissau women were taught to use weapons, but they primarily were used in support roles in the army's cause of expelling Portuguese in 1974. In Nicaragua women participated as combatants in the liberation struggle although at first they only provided medical care for the wounded.

2.4.2 Women should be afforded equal opportunity in and to all roles

Article 9 of the Constitution of South Africa, 1996, states that, "to promote achievement of equality, legislative and other measures designed to protect or advance persons, or categories of persons, disadvantaged by unfair discrimination may be taken". This equality clause reinforces social justice, human rights and the status of full citizenship for women. To realise the emancipation of women and the attainment of equality is a long-term process of social transformation that fundamentally challenges the way in which society is organised.

Furthermore, the legislation provides that when deciding on appointment, promotion and transfer of persons in the civil service, only the qualifications, level of training, merit, skill, efficiency and suitability of the applicant should be taken into account. The Constitution provides that a public service which is broadly representative of the South African community be created. The Public Service Commission has the power to give directions to state departments in order to promote this constitutional objective (Vittori, 1998: 18).

In addition, the challenge for equal opportunities is to create conducive conditions for women to:

- ♦ Overcome the barriers that block access to the wide spectrum of occupation within the Public Service and
- ♦ Overcome the barriers that impede their upward mobility in the employment hierarchy for all women irrespective of rank.

Therefore, restricting women from combat is to deny them equal opportunities, treatment and experience in the military. Until these restrictions are removed, military women cannot experience the full opportunities offered in combat roles

Exclusion of women from combat not only violates their constitutional rights, but also denies their fundamental right to engage and excel in their chosen occupation. To exclude women from combat roles hinders their abilities to gain experience needed for promotions within the military. This curtails their upward mobility to obtain qualification for high-level positions. Adults, in particular women, should be free to choose their own future, and that includes the freedom to select a course of action, which risks injury or death. To deny women this is to make them second class citizens

2.5 CURRENT UTILISATION OF WOMEN IN COMBAT ROLES

Despite the fact that there are no restrictions in the Netherlands, Denmark, and Canada regarding the utilisation of women in combat roles there are very few women serving in the infantry and in the rest of combat corps like engineering. The problem experienced in these countries is the physical training standards for entrance, which are too difficult for women to attain. The Soviet Union, Germany and Israel have each, to a different degree, utilised women in close combat situations, but did so only when a serious threat to their national survival existed. After the crisis passed each of the nations, adopted policies that excluded women from combat. (Presidential Commission, 1992:C-23&24).

2.6 CONCLUSION

In this chapter an attempt was made to define the concept of gender discrimination and to highlight its manifestation in a military environment. The arguments for and against the exclusion of women from combat roles were discussed. The review covered the most pertinent reasons advanced to exclude women from combat roles. These reasons are based on the physiological make up of women and the stereotype perceptions that were passed from one generation to the next. On the other hand, arguments against the exclusion of women from combat roles range from socio-economical and historical experiences to constitutional imperatives of democratic governments.

The following chapter will give a general organisational overview of the SANDF, in particular the SA Army, with specific focus on the Western Province Command.

CHAPTER 3

ORGANISATIONAL OVERVIEW OF THE SA ARMY

3.1 INTRODUCTION

“Women in the military” is not a new phenomenon in the world history. Florence Nightingale ventured into what was perceived to be the domain of men when she tried to alleviate the plight of soldiers in Scutari and the Crimea during the nineteenth century. It is heroines like her who started military nursing (McNeer, 1983: 327-328). She challenged the belief, which still exist, that the battlefield is the domain of men.

The endeavour to challenge what was traditionally the roles for men in the military spread to other musterings or corps that involved combat.

The South African situation of women in the military is no stranger to such a peculiar history. Women in South Africa have steadily involved themselves in the military although initially in non-combat roles.

This chapter will look into the historical background of the SA Army with special focus into the position and role of women after the 1994 integration process.

3.2 HISTORICAL BACKGROUND

Ever since the unification of South Africa enforced discrimination in the military has been an issue that affected race and gender. The South African Defence Act (Act 13 of 1912) excluded Blacks

(Africans, Asians and Coloureds) from participating in war as combatants. This Act specifically pronounced that, "only persons of European decent could be made liable to defend the country in time of war." Although Blacks were recruited during World War I their roles were only restricted to non-combat roles such as drivers and stretcher-bearers and they were barred from carrying weapons.

During the seventies Black soldiers were allowed to carry weapons. The relaxation of restrictions was still within the context of the government's apartheid policy and they could not advance through ranks (Department of Defence, 2000: 11).

The historical race and gender imbalances of the past are part of the phenomena that are to be addressed by the Department of Defence as a challenge posed by the country's new democracy.

3.3 INTEGRATION

The SANDF is the result of an integration process which involved the two former non-statutory forces, uMkhonto weSizwe (MK), Azanian People's Liberation Army (APLA) and five former statutory defence forces (South Africa, Transkei, Bophuthatswana, Venda and Ciskei). These constituent forces which formed the SANDF were all involved in a strategic planning process which provided guidance to the integration process. This was carried out through the Joint Military Co-ordination Council (JMCC), and the Sub-Council on Defence acting within the confines of the Interim Constitution of 1993. It was agreed in these structures that current SADF facilities, equipment and systems were to be used for the newly established SANDF. They were to relinquish their previous uniforms and were to undergo military courses or training where necessary. On the other hand, the non-statutory forces (MK and APLA) were to assemble in predetermined bases and were to go through pre-screening tests, thereafter enter into agreement with the SANDF and be given specific ranks for which they had to undergo bridging training to qualify for such ranks (SA Defence Review, 1998: 70)

The latter fact led to the belief among non-statutory members that the integration of the members was purely an administrative process, while members of the former TBVC States' Forces were to be incorporated into the SANDF.

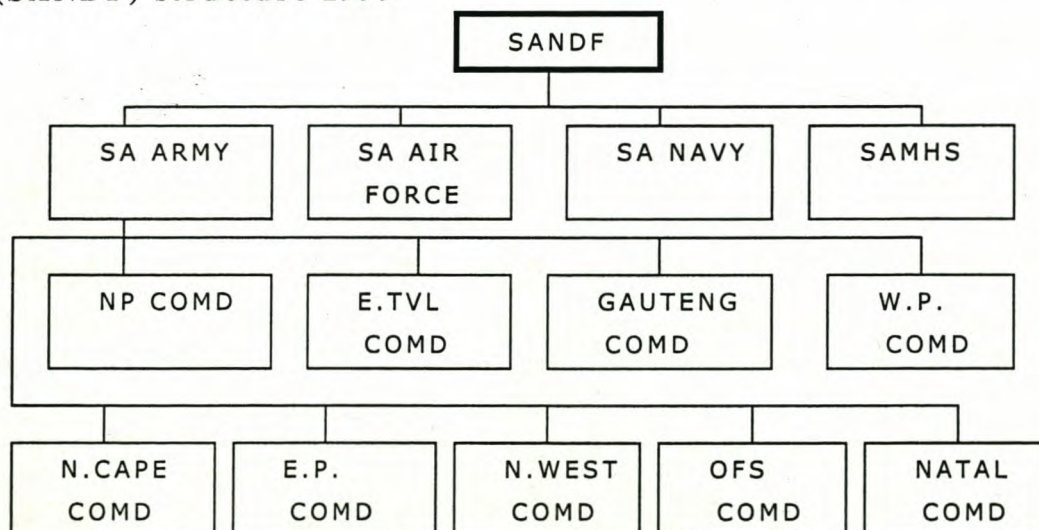
3.4 ORGANISATIONAL STRUCTURE

The Department of Defence has embarked on restructuring the present SANDF. The present structure is to undergo fundamental changes. For the purpose of this study the structure that is currently in operation will be explained.

The SANDF is composed of four services, namely the SA Army (which is the largest component), SA Air Force (SAAF), the SA Military Health Service (SAMHS), and the SA Navy. (Figure 3.1). All have their Headquarters in Pretoria

Each of these components is supplemented by the Chaplain Service down to the lowest unit level. All have their Headquarters in Pretoria.

Figure 3.1: The South African National Defence Force (SANDF) structure 1999



Source: Information provided by SANDF Headquarters, 29 March 1999

These functions are important albeit they vary in weight. The primary function of the SANDF is to defend South Africa against external military aggression. The primary aim and function of the SA Army is the defence of South Africa on land.

The SA Army consists of two components, namely a Conventional Force and a Territorial Force. The Conventional Force is, as its name implies, geared to wage conventional land battle. The standard of technical proficiency required is high. Intensive training for mobile operations which are conducted over long distances and on terrain with poorly developed roads and amenities, is vital.

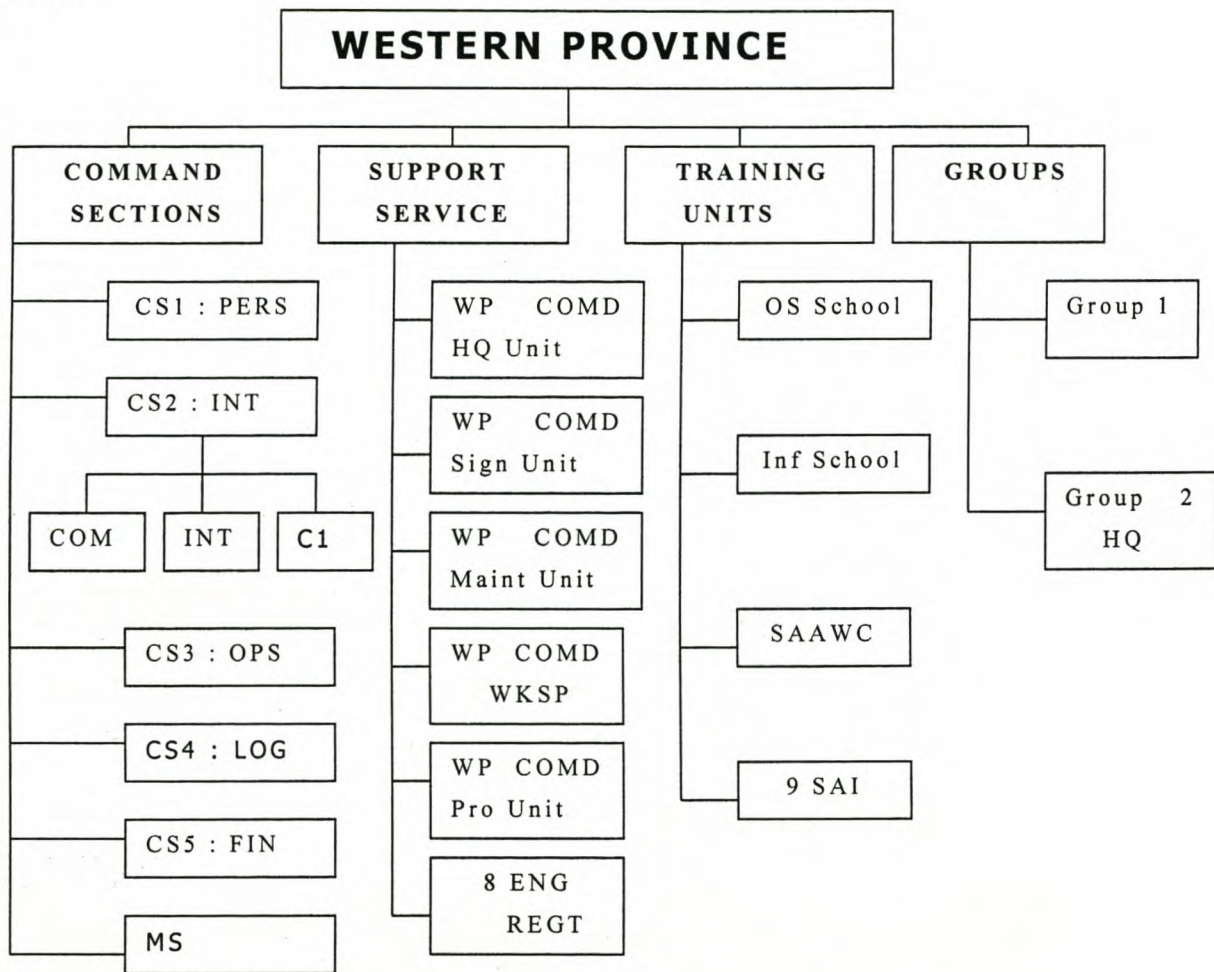
The Territorial Force forms the largest part of the operational forces of the nine (9) regional commands (figure 3.1). In terms of strategy for land battle, they are responsible for area defence. During peacetime they perform a secondary role, in co-operation with the local community, local authorities and the South African Police Service, in ensuring area protection, that is, promoting security and maintenance of essential services during national disasters. They have a high percentage of volunteers. This system is in the process of being extended to all South African communities, including former disadvantaged communities, on a fully representative basis.

The Territorial Force units are equipped and trained as light infantry for their counter-insurgency role. For the necessary mobility needed the Territorial Force units rely on mine-protected vehicles. Some Commands have armoured car units for area patrol tasks.

The Commands are also responsible for relief operations during emergencies or after natural disasters. Therefore, the actual execution of the S.A. Army's missions is mainly the task of the Territorial Force and the various Commands.

The Western Province Command geographically covers Cape Town to Van Rhynsdorp, Victoria West and Knysna. Its Headquarters is situated in Cape Town.

Figure 3.2: Western Province Command Structure as at March 1999



3.5 CURRENT RACE AND GENDER REPRESENTIVITY

The racial and gender imbalances of the past were bequeathed by the new government. They became part of the phenomena to be addressed by the Department of Defence as a challenge posed by the country's new democracy.

The SANDF as a component of the Department of Defence has a

similar problem of race and gender representivity. Figure 3.3 depicts the stark reality about this problem. Women in the SANDF make up 13,6% of the total uniform members. Only 0,06% of women are represented at top management level (from Colonel to General). It can also be interpreted that 46 women are represented at management level compared to 736 men.

In addition, in terms of race representation at top management level the breakdown of race strength at top management level is represented in figure 3.4. White women are in the majority (38 out of 46) compared to Black women representation. (There are only 7 Blacks).

Lack of gender representivity in the SANDF is further compounded by the fact that there is still some bias in terms of race representivity . Therefore, while affirming women to the top management level of the SANDF they should reflect the demographic representation of the South African population. The White Paper on Transformation of the Public Service, 1995, set out a target of 30% of new women recruits to the management level by the year 1999.

Figure 3.3: SANDF race strength per rank, race and gender as at 15 July 1999

RANK	WHITE			COLOURED			ASIAN			AFRICAN			TOTAL		
	M	W	TOT	M	W	TOT	M	W	TOT	M	W	TOT	M	W	TOT
GEN	0	0	0	0	0	0	0	0	0	1	0	1	1	0	1
LT GEN	6	0	6	0	0	0	0	0	0	4	0	4	10	0	10
MAJ GEN	21	1	22	0	0	0	1	0	1	10	1	11	32	2	34
BRIG GEN	106	3	109	1	0	1	1	0	1	35	1	36	143	4	147
COL	480	34	514	4	1	5	3	0	3	63	5	68	550	40	590
LT COL	996	170	1166	28	0	28	2	2	4	176	17	193	1202	189	1391
MAJ	879	308	1187	94	2	96	8	10	18	364	63	427	1345	383	1728
CAPT	955	509	1464	86	39	125	8	14	22	505	261	766	1554	823	2377
LT	980	495	1475	169	41	210	17	5	22	861	222	1083	2027	763	2790
2LT	268	120	388	40	11	51	5	3	8	84	23	107	397	157	554
CHPLN	69	1	70	7	0	7	1	0	1	35	1	36	112	2	114
WO1	1172	187	1359	132	0	132	14	0	14	77	3	80	1395	190	1585
WO2	1193	310	1503	284	2	286	45	0	45	223	26	249	1745	338	2083
SSGT	2034	516	2550	651	13	664	143	5	148	660	118	778	3488	652	4140
SGT	2391	674	3065	1020	120	1140	175	12	187	2212	535	2747	5798	1341	7139
CPL	1749	501	2250	1416	263	1679	192	25	217	5801	936	6737	9158	1725	10883
LCPL	631	136	767	664	80	744	97	14	111	4608	683	5291	6000	913	6913
PTE	569	180	749	1403	51	1454	61	13	74	19981	1190	21171	22014	1434	23448
TOTAL	14499	4145	18644	5999	623	6622	773	103	876	25700	4085	39785	36971	8956	65927

Figure 3.4: SANDF race distribution per service as at 15 July 1999

ADMIN HQ	WHITE			COLOURED			ASIAN			AFRICAN			TOTAL		
	M	W	TOT	M	W	TOT	M	W	TOT	M	W	TOT	M	W	TOT
SA ARMY HQ	6186	3244	9430	4187	690	4877	56	28	84	35159	4054	39213	45588	8016	53604
SAAF HQ	5389	1350	6739	1228	178	1406	130	13	143	3779	996	4775	10526	2537	13063
NAVY HQ	2228	714	2942	2776	453	3229	585	58	643	1276	218	1494	6865	1443	8308
SAMHS HQ	1369	2171	3540	303	392	695	42	55	97	1990	1715	3705	3704	4333	8037
TOTAL	15172	7479	22651	8494	313	10207	213	154	367	12204	6983	19187	16683	16329	33012

3.6 GENDER COMPOSITION IN COMBAT MUSTERINGS (WP COMMAND AND SA ARMY) AS AT MARCH 1999

Despite the pronouncements about overcoming the legacy of gender discrimination, inequality and lack of representivity, the SA Army is still dominated by male soldiers in all musterings. Of particular interest is the lack of women representivity in all combat musterings. This is not because there are different selection and recruitment criteria for a particular gender, or no particular corps/musterings for men or women. The Department of Defence's commitment to

eradication of the legacy of race and gender discrimination is enshrined in the White Paper on Defence, 1996, which acknowledges the right of women to serve in combat roles.

Table 3.3: Gender breakdown: Western Province Command and SA Army, March 1999

(a) Infantry

Level	Male (M)	Women (W)	W as % M
WP Command	957	21	2
SA Army	19 270	364	2

(b) Artillery

Level	Male (M)	Women (W)	W as % M
WP Command	1	0	0
SA Army	843	1	0.1

(c) Armour

Level	Male (M)	Women (W)	W as % M
WP Command	3	0	0
SA Army	260	29	11

(d) Engineering

Level	Male (M)	Women (W)	W as % M
WP Command	78	4	5
SA Army	1 861	80	4

(e) Anti-Aircraft

Level	Male (M)	Women (W)	W as % M
WP Command	3	0	0
SA Army	514	70	14

The low percentage of women to men in combat musterings confirms the challenges to correct the imbalances. The biggest corps in the Army is the Infantry. It is interesting to note that women in this corps constitute only two percent at command level and also at national level. In the Artillery, Anti-aircraft, and Armour corps women are appointed in the command level. This can be understood against the background that in most situations the members are confined to the respective corps schools (Schools of Armour, Artillery, and Anti-Aircraft). In the SA Army the musterings that show more improved numbers of women compared to men are Armour (11%) and Anti-aircraft (14%).

In conclusion, the percentages of women in combat corps are very low. This means that women are under-represented in combat corps in the Western Province Command and by implication at the S.A Army level.

3.7 SUMMARY

The integration process has brought about inflated numbers of SANDF membership. The overall picture depicts that most Blacks are occupying lower levels of the command hierarchy and the majority of whites is found at senior management level. This situation is also reflected in gender representation in the SANDF. The tiny minority of women at top management level is also imbalanced on racial level with whites constituting the majority.

The challenge is on the military leadership to put forward a concerted effort to correct race and gender imbalances in the SANDF.

CHAPTER 4

DATA PRESENTATION AND ANALYSIS

4.1 INTRODUCTION

In Chapter 1 the research methodology was addressed focussing on how the data was collected from the respondents. This chapter focuses on the presentation and analysis of the collected data.

In analysing the collected data, the literature reviewed in Chapter 2 will be taken into consideration. The influence of an administrative value system, the management levels and biographical background on gender discrimination will be established.

4.2 METHOD OF ANALYSIS

Before distribution to respondents the questionnaire was computer programmed. The questionnaires that were received back from the respondents were coded; the data captured in the statistic programme, StatSoft and tables and cross tabulation were extracted. (See Appendix A).

Excluding the biographical data, responses to questions ranged from the following examples:

Regularly	Frequently	Seldom	Sometimes	Not at all
1	2	3	4	5

Very important	Important	I don't know	Not really important	Not at all
1	2	3	4	5

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

In all the above responses 1 and 2 represent the positive responses and, 3 is neutral and 4 and 5 are negative responses.

Eight questions in the questionnaire were open-ended allowing respondents to write down their responses.

4.3 RESULTS OF ANALYSIS

The results of the analysis will be discussed mainly under biographical background, administration, value system and management level.

4.3.1 Biographical background

The age distribution of the respondents is concentrated between the ages 30 to 39 years, which constitutes 47.1% of the sample. (Refer to table 4.1)

Table 4.1: Age distribution of respondents

Age	%	Count (n)
20-29	25.5	13
30-39	47.1	24
40-49	19.6	10
50-59	3.9	2
60 +	--	--
No response	3.9	2
Total	100.0	51

The language distribution of the target group is as follows:

Table 4.2: Language distribution of the respondents

Language	%	Count (n)
English	19.6	10
Afrikaans	74.5	38
Xhosa	2.0	1
No response	3.9	2
Total	100.0	51

Population distribution in the sample suggests that whites are a dominant group followed by coloureds with Blacks occupying the lowest rank.

Table 4.3: Population distribution

Population group	%	Count (n)
African	3.6	2
White	72.6	37
Coloured	19.6	10
No response	3.9	2
Total	100.0	51

The above statistical figures suggest that Afrikaans speaking whites dominate management in the WP Command.

4.3.2 Policy and procedures

On both equal opportunity and affirmative action policies the respondents answered positively (96%) about the awareness of their existence. Whereas only 60% and 62% respectively confirmed to

have read these policies.

Career interviews seem not to be done with all members in the same period. During the period 1998/99 only 52% of the respondents received career interviews whereas 41% were never interviewed. This is reflected in the response (see table 4.4) to the question, "Has a career interview been conducted with you during 1998/99"?

Table 4.4 Career interviews

Interviewed	%	Count (n)
Yes	52.9	27
No	41.2	21
No response	5.9	3
Total	100.0	51

4.3.3. Management level

The following table depicts the picture concerning gender composition of the WP Command top and middle management as at August 1999.

Table 4.5 Middle and top management gender composition

Rank	Male	Female	Total
Maj. General	1	--	1
Brig. General	2	--	2
Colonel	14	1	15
Lt Colonel	30	3	33
Major	73	9	82
Captain	87	11	98
Total	100.0	24	231

Table 4.5 suggests that in WP Command top and middle management women are only 12% represented (24 women and 207 men).

4.3.4 Value system

4.3.4.1 Public value system

4.3.4.1.1 Religion

Although sixty two percent (62%) of the respondents support the biblical assertion that a man is the head of the house, seventy six percent (76%) of the respondents concur that their religions treat women and men with the same respect to positions.

Table 4.6: Does you religion treat women and men the same with respect to position?

	Gender			Row Totals
	No Response	Female	Male	
Yes	2	15	23	40
No	--	3	5	8
No Response	--	1	2	3
All groups Total	2	19	30	51

Ninety two percent (92%) of the respondents consider religion to be important compared to 4% who consider it to be not.

Therefore there seems to be no direct influence of religion on gender discrimination.

4.3.4.1.2 Social culture

Respondents in majority shared the same opinion about whether men and women should be treated equally. Eighty eight percent (88%) of respondents are of the opinions that men and women should be treated

equally. It is interesting to note that out of 37 whites who responded to the questionnaire, 33 answered positively. This is interesting because historically whites in South Africa practised the socio-political system of apartheid, which benefited them. This could be described to the influence of the new South African Constitution and the equal opportunities and affirmative action debates, which takes place in the SANDF.

Traditionally, men are regarded stronger than women. With respect to physical strength, ninety eight percent (98%) of the respondents concur with this statement. Out of 30 men, 27 of them agree. Even on the women's side this view is dominant in that 17 out of 19 women support this. (see table 4.7)

Cross-tabulation of the variables (gender and whether men are stronger than women with respect to physical strength) has revealed the following statistical information as discussed above.

Table 4.7: Men are stronger than women

	No response	Strongly agree	Agree	Neutral	Disagree	Total
Female	1	7	10	--	1	19
Male	1	12	15	1	1	30
No Response	--	1	1	--	--	2
Total	2	20	26	1	2	51

Regarding the characterisation that women are dependent and emotional while men are considered aggressive, active and instrumental (Weitzman, 1979:ix), respondents were equally divided when asked whether they believe that men are stronger than women with respect to emotions (see table 4.8).

Table 4.8: Tradition has it that men are stronger than women with respect to emotions

	Percent (%)	Count (n)
No response	7.8	4
Strongly agree	15.7	8
Agree	19.6	10
Neutral	21.6	11
Disagree	27.5	14
Strongly disagree	7.8	4
Total	100.0	51

In addition, the traditional perception of women dominates the attitude of the respondents. In response to the statement that men are the protectors of women 66% of the respondents agree, 8% disagree (see table 4.9).

Table 4.9: Men are generally the protectors of women

	Percent (%)	Count (n)
No response	3.9	2
Strongly agree	17.6	5
Agree	49.0	14
Neutral	19.6	7
Disagree	7.8	17
Strongly disagree	2.0	6
Total	99.9*	51

* The total does not add up to 100% because of the rounding off of the decimal point.

The respondents believe that men are stronger than women with respect to physical strength and emotions. This is a result of social

conditioning and the traditional beliefs bequeathed from previous generations. As long as this situation prevails and dominates their minds it will influence their thinking and affect gender relations in the SA Army.

4.3.4.2 Military value system

Due to the fact that the SA Army's WP Command to a large extent is not demographically representative in the middle and top management, it will be cumbersome to analyse or even determine the responses and perceptions in terms of former defence forces. Table 4.10B reflects gender representation of former forces.

Table 4.10A: Former force representation

	Percent (%)	Count (n)
No response	6.0	3
MK	6.0	3
SADF	64.0	33
APLA	2.0	1
TBVC	22.0	11
Total	100.0	51

Table 4.10B: Former force gender representation

	No response	MK	SADF	APLA	TBVC	SANDF	TOTAL
Female	1	1	12	--	--	4	18
Male	2	2	19	1	--	7	31
No response	--	--	2	--	--	--	2
Total	3	3	33	1	--	11	51

Although the integration process is in motion it is interesting to note that in the sample of 51 respondents there are no officers from the ex-TBVC states who participated. Different reasons can be ascribed to sampling methods but suffice is to accept that this highlights the gravity of the situation as there are fewer officers from other former forces compared to 33 former SADF members constituting 65% of the sample.

Five combat corps were identified, i.e. Infantry, Artillery, Army, Engineers and Anti-aircraft. The Infantry followed by Engineers is the largest combat corps in the SA Army at national and command level. (See table 4.11)

Table 4.11 Allowing women in the following combat roles will be an advantage for the Army

(a) Infantry

Response	%	N
No response	4	2
Strongly agree	6	3
Agree	18	9
Neutral	20	10
Disagree	35	18
Strongly disagree	18	9
Total	101.0*	51

* 100% not achieved because of the rounding off of the decimal point.

(b) Armour

Response	%	N
No response	4	2
Strongly agree	6	3
Agree	31	16
Neutral	16	8
Disagree	29	15
Strongly disagree	14	7
Total	100	51

Similarly, forty three percent (43%) of the respondents disagree that allowing women in the Armour top and middle management of the corps will be an advantage for the Army compared to thirty seven percent (37%) who disagree.

Of all the five combat corps it is important to note that the Infantry and Armour can prove to be the most actively combat corps in the Army. It may for this reason be that respondents prefer women to be involved in less contact combat corps like the Engineers, Anti-aircraft and Artillery. Fifty percent (50%) of the respondents agree that women should only be involved in supportive roles (see table 4.12).

Table 4.12: Women should only be involved in support roles

Response	%	N
No response	4	2
Strongly agree	20	10
Agree	31	16
Neutral	8	4
Disagree	27	14
Strongly disagree	10	5
Total	100	51

If women were allowed to take part in combat tasks/assignments respondents are to a great extent concerned about pregnancy affecting unit readiness (40%) and women becoming pregnant and putting the foetus at risk (48%). Respondents are concerned about pregnant women having to be replaced during combat tasks/assignments.

The biological functioning of women seems to be the main reason for the discrimination against them in relation to their involvement in combat task assignments.

4.4 SUMMARY

The questionnaire has succeeded in gathering the necessary information needed for analysis, albeit not exhaustive and sophisticated research instruments. A great contribution has been effected in terms of data relating to the problem statement and hypothesis as mentioned in Chapter 1.

CHAPTER FIVE

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter will deal with reviewing the findings of the study. Conclusions will be drawn and recommendations made.

5.2 MAIN FINDINGS AND CONCLUSIONS

The literature review has provided the perceptions and attitudes, which influence gender discrimination against women participating in combat roles in the Army. The basis for the formulation of the questionnaire for the collection of data was created through the literature review.

Data presented suggested that the WP Commandment is dominated by Afrikaans speaking white male officers. The dominance of Afrikaans as language can also be ascribed to the fact that the coloureds in WP Command also use Afrikaans as their home language. In addition, despite the fact that the integration process started in 1994, four years down the line, there seems to be no effort to make the middle and top management at the WP Command level more representative in terms of demography of the country or region.

Although there are equal opportunities and affirmative action policies in place it seems that there is not enough done to encourage the members to read and understand the contents of these policies. For the management to implement the strategies implied in these policies, it presupposes an understanding of these principles.

In addition, inconsistency or lack thereof in conducting career interviews for career planning purposes may give an impression that certain people, in particular women, are discriminated against. As a participant observer, the researcher believes that career planning is supposed to be conducted once a year and that everybody irrespective of rank is supposed to go through it. The equal opportunity principle in this context seems to have been neglected.

The study indicated that women constitute only 12% of the middle and top management in the WP Command. Although the integration process is still continuing there seems to be few women officers from former non-statutory forces and the former so called TBVC states defence forces to make the SANDF more gender representative.

This situation raises an important question as to whether the leadership or management in the SANDF can be entrusted with the tasks of eradication gender imbalance and discrimination at large if they themselves are not gender representative.

The study also identified no correlation between religion and gender discrimination. This means that although the majority of respondents regard religion as important, they believe that everyone should be treated the same and be given equal opportunity at work. This attitude as mentioned before may be a manifestation of the nascent social culture propelled by the new South Africa Constitution, which encourage equality and bars discrimination on the basis of gender and race.

The study has found that despite the constitutional encouragement against discrimination men are regarded to be stronger than women with regard to physical strength, which is a biological or physiological fact supported by the view that women are less competent than men in handling certain military equipment. In this stage of the world's technological advancement, to what extent does this influence the involvement or utilisation of women in combat roles?

The study further indicates that among WP Command management, the idea that men are the protectors of women is dominant. This has a danger of indicating false paternalism influencing male commanders or military leaders to demand lower levels of performance from women. This can also further lead, as mentioned in Chapter 2, to men concentrating more in defending women than on the actual enemy. The dominance of this perception among the respondents highlights justification of gender discrimination by those who are in the middle and top management of the WP Command.

The value system in which the members of the WP Command management grew up traditionally inculcated in their minds that men are stronger and that they are protectors of women.

In addition to their beliefs the study also found that the middle and top management of the WP Command is composed of mainly members of the ex-SANDF with virtually no members from the former TBVC states defence forces. (It could be that they were not included in the samples.)

There seems to be an inclination to accept that women should be involved or utilised in combat roles except Infantry and the Armour Corps. This is further reinforced by the view that the battlefield is regarded as no place for women. To support this view, it was also established in the study that the management suggests that women should only be involved in support roles.

Finally, the study revealed that the WP Command management is concerned about the biological role women play in family life or society as a whole. In particular, the concern is about replacing women during combat roles.

There seems to be a vast difference between attitude and behaviour. The WP Command middle and top management according to the study, supports the equality of men and women in general, but is reluctant to allow women to participate in combat roles side by side with their

male counterparts. As the study has shown there seems to be an understanding and support for the policies of addressing opportunities but the traditional beliefs or stereotypes still shape the acceptance or non-acceptance of women in combat roles.

The study has shown that despite the effort made by the management vis-à-vis constitutional changes, there seems to be a lot that needs to be done to carry the structures of the government along with the pace of the national policy.

Despite the fact that integration has started in 1994 there seems to be more integration at lower levels and that the management is still predominantly white male Afrikaans speaking. The emphasis of the integration is more on correcting racial imbalance. This focus is more on numbers than on structure levels. This has resulted in the swelling of black numbers in the lower management and whites dominating the middle and top management.

Women (from all races) are still far from being represented at leadership levels. This has posed serious questions about the seriousness of those who are to ensure that there is no gender discrimination against women.

The study has reaffirmed that there is gender discrimination in the response group. In addition, the middle and top management seems to have no plans in place to advance and encourage women to participate in combat roles. The attitude entertained by the management that the battlefield is no place for women, is testimony to the fact that as long as those who are in power maintain a value system which perceive women as not suitable for combat roles their chances of participation are almost non-existent.

Furthermore, the study has revealed that there is a concern about pregnant women participating in combat roles. This has a possibility of affecting the morale of the soldiers and diverting attention from the real enemy during combat to protecting their fellow women

soldiers. If pregnant women are replaced just before the war, for example, this can affect the combat readiness of the unit.

It is expected that attitudes and perceptions of the management can influence their actions or behaviour. Therefore, it is questionable if the management with social and military values that regard women as incapable of performing equally with men in combat roles, are able to set those values aside in favour of equal treatment.

5.3 RECOMMENDATIONS

The fundamental principle on human resource acquisition is based on constitutional imperatives which requires that the best candidate for a post should be selected irrespective of gender or race. Women, therefore, should not be barred from any position in the military, provided that there is evidence that they cannot meet the occupational demands.

However, the society must be balanced with the prevailing conditions regarding the limitations, strengths or benefits of accepting women in the combat roles.

To achieve equality in the workplace gender discrimination should be eliminated and possible measures necessary to redress the negative experience of women. To alleviate the situation the following are recommended:

(a) Attitude of Officers Commanding, General Officers Commanding and other military commanders

The middle and top management in the SANDF should ensure that they:

- ◆ treat all members with the dignity they deserve as SA citizens

- ♦ avoid behaviour that can be construed as favouritism of individuals or groups against others
- ♦ eliminate abuse of authority

(b) Education, Training and Development (ETD)

The SANDF leadership should be aware of the physiological differences between genders so that they take informed decisions about training for operational effectiveness. As a command responsibility, physical training must be based on *bona fide* operational requirements.

Although it is important for the personnel to meet occupational requirements of the relevant corps, it is imperative that specific requirements should be adopted with regard to physical strength and muscular endurance considering the gender status of persons. Physical differences between men and women should be taken into consideration in this regard as it is an indisputable fact that such differences warrant different standards. This will allow women to enter into combat corps or musterings that were traditionally the sole preserve of men.

Central to combat readiness is to ensure that fitness training is conducted to allow candidates to be capable of achieving physically demanding performance objectives without lowering standards on the basis of gender. This will ensure that the unit will meet the operational tasks while at the same time maximising the cohesive benefit of fitness training.

Lastly, the perception that men are the protectors of women is the socio-cultural phenomenon that requires a

process change on an ongoing basis. As part of education and training in the Defence Force cultural change should be considered in military course curricula and the Department of Education should be encouraged to instil, from the early stages of education, new cultural values.

(c) Parental (single or married) roles

Gender discrimination of parental roles still suggests that women share the main responsibility to care for the children, in particular the young ones. The issue of parenthood is very important to consider when drafting the SANDF policy vis-à-vis the utilisation of women as combat soldiers. Such policies should address the following questions:

- ◆ Should single parents with children who are either still at school or need parental care be deployed?
- ◆ Should married couples with children who still need parental care be both deployed at the same period or time?

The crux of the above problem revolves around the care planning for the children to alleviate the devastating effects of separation from a single or married couple. It is recommended that careful consideration of the relevant ramification of the unintentional increasing number of children of families who are at risk of being separated for long periods of time from their deployed parents.

In addition, General Officers Commanding or Officers Commanding Units should establish areas where pregnant women should serve during pregnancy and to avoid area where such pregnancy would have an adverse effect on the unit. Such discretionary powers should not be misused to

deny women deployment for reasons based on their gender.

(d) Sexual harassment and attitudes towards women in combat roles

Sexual harassment policies should be renewed and modified on a continuous basis whenever necessary. Coupled with this, formal reporting system should be adhered to and the following is recommended to enhance the system:

- ◆ have formal back-up procedure that supplements the chain of command when the Officer Commanding or General Officer does not respond within the shortest possible time.
- ◆ establish measures to minimise any victimisation/intimidation features of the reporting system.
- ◆ ensure that the system responds with urgency, takes appropriate and timely action on grievance or complaint and provide timely feedback to the aggrieved person.
- ◆ emphasise the importance of support for the system from the entire chain of command.

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APPENDIX A:

QUESTIONNAIRE

1. Gender

Female	1
Male	2

2. Rank

Capt	1
Maj	2
Lt Col	3
Col	4
Brig Gen	5
Maj Gen	6

3. Educational Level

Below Std 10	Std 10 (Matriculation)	Tertiary Qualification (s)
1	2	3

4. Language most often spoken at home is,

English	1
South Sotho	2
Tswana	3
Afrikaans	4
Pedi	5
Ndebele	6
Xhosa	7
Zulu	8
Shangaan	9
Venda	10
Swazi	11
Other Language	12

5. Age

20-29	30-39	40-49	50-59	60 +
1	2	3	4	5

6. To which population group do you belong?

African	White	Coloured	Asian	Other
1	2	3	4	5

7. My Corps is

8. How long have you been in the Army?

9. Do you have any experience in combat operations?

Yes	1
No	2

10. Do you have any experience in combat exercises?

Yes	1
No	2

11. I am a former member of:

MK	SADF	APLA	TVBC	SANDF (Recruited or joined the military for the first time)
1	2	3	4	5

12. How important do you consider religion?

Very Important	Important	I don't know	Not really important	Not important
1	2	3	4	5

13. How often do you attend church?

Regularly	Frequentl y	Seldom	Sometime s	Not at all
1	2	3	4	5

14. Does your religion treat women and men the same with respect to positions?

Yes	1
No	2

15. Do you believe that man is the head of the house?

Yes	1
No	2

16. Do you think that men and women should be treated equally?

Yes	1
No	2

17. Are you the breadwinner at home you grew up in?

Yes	1
No	2

18. Do you consider yourself the equal partner in your relationship?

Yes	1
No	2

19. Who was /is the prominent parental person at home?

.....

20. Is your present situation similar in partner (gender) relationship to that at home ?(see 19 above)

Yes	1
No	2

21. Tradition has it that men are stronger than women. Do you believe this with respect to:

- i. Physical strength

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

- ii. Emotions

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

- iii. Physical pain and endurance

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

- iv. Psychological make up

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

22. What is your weight?.....kg

23. What is your height?.....m

24. Are you aware of the equal opportunity policy in the SA Army?

Yes	1
No	2

25. Are you aware of the affirmative action policy in the SA Army?

Yes	1
No	2

26. Have you read the SA Army equal opportunity policy?

Yes	1
No	2

27. Have you read SA Army affirmative action policy?

Yes	1
No	2

28. Which of the following courses have you attended?

Course	Yes	No
JCSC	1	2
Senior Command Staff Course	1	2
Joint Staff Course	1	2
All Arms Battle Handling	1	2
None of the above	1	2

29. How good or bad are your chances of becoming the GOC, Chief of Staff, Unit OC, SSO Ops, SO1 Ops, SO1 Training?

Very good	Good	Bad	Very bad
1	2	3	4

Why?.....

....

30. Do you enjoy equal career opportunities in your unit?

Yes	1
No	2

31. Have you been exposed as combat commander in field exercises and/or operations?

Yes	1
No	2

32. Has a career interview been conducted with you during 1998/99?

Yes	1
No	2

33. Do you experience gender equality in your current Unit?

Yes	1
No	2

34. Are men and women treated the same in your Unit?

Yes	1
No	2

If not, in which areas?.....

.....

.....

35. Women should not be involved in combat.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

36. Men are generally the protectors of women.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

37. Women are weaker than men.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

38. Women can't perform under pressure.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

39. Combat is a "man's job".

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

40. Women are less competent than men in handling certain military equipment.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

41. Mixed-sex units cannot achieve cohesiveness.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

42. Women "lose their femininity" when participating with men in "male" activities.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

43. Men are of the opinion that they lose their masculinity when women do what men do.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

44. Women are their most dependent, ornamental and passive in the presence of men.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

45. Men are more likely to feel "really" men in all-male groups.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

46. The effectiveness of women is increased in an all-female group.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

47. Women should only be involved in support roles.

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

48. If women were allowed to take on combat tasks/assignments, to what extent are you concerned about the following:

- a. Lost time as a result of pregnancy

Very Great Extent	Great Extent	Reasonable Extent	Slight Extent	Not at all
1	2	3	4	5

- b. Pregnancy affects unit readiness.

Very Great Extent	Great Extent	Reasonable Extent	Slight Extent	Not at all
1	2	3	4	5

- c. Increase in sexual harassment

Very Great Extent	Great Extent	Reasonable Extent	Slight Extent	Not at all
1	2	3	4	5

- d. Women becoming pregnant and putting the foetus at risk.

Very Great Extent	Great Extent	Reasonable Extent	Slight Extent	Not at all
1	2	3	4	5

- e. Pregnant women having to be replaced.

Very Great Extent	Great Extent	Reasonable Extent	Slight Extent	Not at all
1	2	3	4	5

49. Allowing women in the following combat roles will be an advantage for the Army

- a. Infantry

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

- b. Armour

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
----------------	-------	---------	----------	-------------------

1	2	3	4	5
---	---	---	---	---

c. Anti-Aircraft

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

d. Artillery

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

e. Engineering

Strongly agree	Agree	Neutral	Disagree	Strongly disagree
1	2	3	4	5

50. Does your unit subscribe to the principle of affirmative action as a measure to provide equal opportunity in the Army?

Yes, definitely	Yes, to some degree	Not sure	No, not really	No, not at all
1	2	3	4	5

51. Women cannot withstand the emotional impact of killing someone or seeing someone blown up.

Yes, definitely	Yes, to some degree	Not sure	No, not really	No, not at all
1	2	3	4	5

52. The perception of a need to offer additional protection to women soldiers causes male soldiers to be distracted from their own tasks.

Yes, definitely	Yes, to some degree	Not sure	No, not really	No, not at all
1	2	3	4	5

53. Women will have to meet the same exacting physical training standards as their male comrades.

Yes, definitely	Yes, to some degree	Not sure	No, not really	No, not at all
1	2	3	4	5

54. Women usually exploit the fact that they are women when they want to escape responsibilities and when they are confronted with a challenging task.

Yes, definitely	Yes to some degree	Not sure	No, not really	No, not at all
1	2	3	4	5

55. Women are equally competent to men.

Yes, definitely	Yes, to some degree	Not sure	No, not really	No, not at all
1	2	3	4	5

56. Male soldiers should accept women as equal soldiers at all levels including combat musterings.

Yes, definitely	Yes, to some degree	Not Sure	No, not really	No, not at all
1	2	3	4	5

57. The battlefield is no place for women.

Yes, definitely	Yes, to some degree	Not sure	No, not really	No, not at all
1	2	3	4	5

58. Write only one sentence on what you understand on equal opportunity and affirmative action.

Equal opportunity.....

 Affirmative action.....

I sincerely hope you enjoyed filling in the questionnaire.

Thank you for your cooperation.

APPENDIX B:

**COVERING LETTER TO
RESPONDENTS**

"Gender discrimination in the SANDF: Women as combat soldiers in the SA Army with reference to the Western Province Command."

Research Project: University of Stellenbosch

You are kindly invited to sincerely express your views on the utilization of women as combat soldiers in the SA Army. Please answer the questionnaire in an honest and unbiased manner to the best of your ability.

All the answers will be treated with strict confidentiality. Do not write your name on the questionnaire.

Should you encounter any problems with the questionnaire do not hesitate to contact Lt. Col. Sazi Veldtman at (012) 3394126 (w) or 0837085007. It will be appreciated if you could post the completed questionnaire to the address given below preferably before 10 September 1999.

Lt Col LB Loubser
Research Project (Completed Questionnaire)
CS1: Utilization
WP Command
P.O. Box 1
CapeTown
8001

Your co-operation in providing the required information will be highly appreciated.

Sazi Veldtman

APPENDIX C:

DEPARTMENT

OF

DEFENCE

EQUAL OPPORTUNITY

AND

AFFIRMATIVE ACTION

POLICY

RESTRICTED

DS/CPP/R/106/30/P

**DEPARTMENT OF DEFENCE
(POLICY AND PLANNING DIVISION)**

**DEPARTMENT OF DEFENCE INSTRUCTION NO 1/98:
POLICY ON EQUAL OPPORTUNITY AND AFFIRMATIVE ACTION**

Approved By



(PIERRE D. STEYN)

SECRETARY FOR DEFENCE: DIRECTOR-GENERAL

**DEPARTMENT OF DEFENCE
PRETORIA**

Date: 1 June 1998

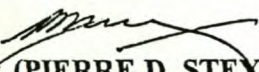
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LETTER OF PROMULGATION

1. DoD Instruction/CPP/1/98 is effective from 1 June 1998.
2. The DoD Instruction is a controlled publication and shall be processed in terms of SANDFO/R/INT DIV/ 2/97.
3. This document is the property of the Department of Defence (Defence Secretariat) and shall be issued only to those members requiring it in the execution of their official duties. Any person who finds this document shall submit it to the nearest SANDF unit or SAPS station for return to the Department of Defence (Chief of Policy and Planning), Private Bag X910, Pretoria 0001, together with particulars of the circumstances under which it was found.
4. The information contained in this document shall not be divulged, either directly or indirectly, to the media or to any other person not authorised to receive it.
5. Unauthorised copies of this document shall not be made.
6. Motivated requests for additional copies of this document shall be directed via the normal service channels to the Department of Defence (Chief of Policy and Planning).
7. Mustering Requirements
 - a. This document shall be mustered regularly and also when control thereof is transferred to another person.
 - b. Page-by-page mustering shall be effected when
 - i. the document is received initially;
 - ii. an amendment is inserted; and
 - iii. when it is finally returned or withdrawn.
8. Proposed amendments shall be submitted to the Department of Defence (Chief of Policy and Planning) via the normal service channels.
9. File reference DS/106/30/P shall be used for correspondence relating to the subject of this instruction.


(PIERRE D. STEYN)

SECRETARY FOR DEFENCE: DIRECTOR-GENERAL

JPC/PROMULGT.LET

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DEPARTMENT OF DEFENCE INSTRUCTION NO 1/98

POLICY ON EQUAL OPPORTUNITY AND AFFIRMATIVE ACTION

- Reference A: The Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996)
 B: The White Paper on the Transformation of the Public Service, 1995
 C: The White Paper on Defence, 1996
 D: The Labour Relations Act, 1995 (Act No 66 of 1995)
 E: The Green Paper on Employment Equity, 1996
 F: Public Service Staff Code

Appendix A: Definitions and Terminology

INTRODUCTION

1. The Constitution of the Republic of South Africa stipulates that all citizens have fundamental rights and freedom within the law. Furthermore, the *White Paper on the Transformation of the Public Service* requires that all government departments must be representative of the South African population and the *White Paper on Defence* also requires the Department of Defence (DoD) to be representative thereof in order to achieve legitimacy.
2. Many years of enforced discriminatory apartheid policies in the Republic of South Africa have resulted in the deliberate marginalisation of certain persons or categories of persons in the Public Service. Consequently, the Public Service does not reflect the demographics of the population of the Republic of South Africa. The DoD acknowledges the lack of racial and gender representivity within its ranks and is bound by the Constitution to correct these imbalances. It is therefore necessary to promulgate a specific human resources policy that will ensure that representivity is achieved at all levels and that also ensures equality of opportunity for all DoD personnel by, *inter alia*, affirmative action programmes, and equal treatment within the DoD.
3. AA, as stipulated in the *White Paper on the Transformation of the Public Service*, aims at redressing the imbalances of the past to the point where the DoD is broadly representative of the demographic composition of the people of South Africa. It is therefore imperative that an unambiguous and measurable Affirmative Action (AA) policy form a substantive part of the Equal Opportunity (EO) policy of the DoD.
4. AA is a means to an end, and equality and equal opportunities are the desired end. In terms of the Constitution of the Republic of South Africa, and in particular the Bill of Rights, equality and equal opportunities must be afforded to all persons or groups or categories of persons. Unfair discrimination, whether direct or indirect, on any grounds, particularly that of race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth and any other form thereof is prohibited. The DoD policy on equal opportunities must therefore address these issues in order to comply with the requirements as stipulated in the Constitution.

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5. The integration of the former statutory and non-statutory forces into the South African National Defence Force (SANDF) has substantially altered the composition of the SANDF. However, the majority of leadership positions within the DoD still do not broadly reflect the demographic composition of the people of South Africa. The DoD's EO and AA policy addresses this imbalance.

6. Having regard for the Constitutional provision and the objectives set out in the *White Paper on the Transformation of the Public Service*, the DoD thus acknowledges the requirement for a clear and unambiguous EO and AA policy to achieve representivity and ensure equity within the DoD.

AIM

7. The aim of this document is to provide a policy on equal opportunities and AA for the DoD in order to redress the imbalances of the past, to protect individuals and groups against unfair discrimination and to work towards greater employment equity.

SCOPE

8. The following issues are dealt with in this document:

- a. Objectives.
- b. Instruction.
- c. Definitions and Terminology.
- d. Declaration of Intent.
- e. Policy.
- f. Applicability.
- g. Accountability and Responsibility.
- h. Equal Opportunity.
- i. Affirmative Action.
- j. Discrimination.
- k. Training and Development.
- l. Communication.
- m. Finance.
- n. Supplementary Instructions.

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OBJECTIVES

9. The objectives of the policy are
- a. to ensure that proactive measures are taken to create a DoD which is broadly representative of the population that it serves;
 - b. to ensure that all members of the diverse population groups serving in the DoD have equal opportunities to advance as high as possible in the hierarchy within the constraints of their individual skills and talents;
 - c. to ensure that, *inter alia*, through the management of diversity, morale and cohesion within the DoD is maintained at a high level and the mission-readiness of the SANDF is enhanced.

INSTRUCTIONS

10. The Chief of the SA National Defence Force shall in terms of Sec 7C.(e) of the Defence Act, 1957 (Act No 44 of 1957), issue the applicable orders to implement this policy down to the lowest level.

DEFINITIONS AND TERMINOLOGY

11. The definitions of key terms used in this policy are contained at Appendix A.

DECLARATION OF INTENT

12. The DoD, having regard to
- a. the provisions of the Constitution, and in particular Sections 9 and 197 pertaining respectively to equality and the Public Service;
 - b. the policy of the Public Service Staff Code contained in Chapter B VII of the said Code; and
 - c. the aims expressed in the Reconstruction and Development Programme for transforming the Public Service into a representative, democratic institution providing efficient and effective services,

with this document declares its intention to break decisively with the discriminatory and under-representative practices of the past and to fully support the principles outlined in this document. Each EO/AA programme that will ensue from this policy document will be consulted (as far as civilian personnel are concerned) in the Department of Defence Departmental Chamber. The DoD will ensure that serving officials' statutory rights will be protected and that all activities will be conducted in a manner that will ensure that the Constitutional principles, in terms of which the Public Service is to be staffed and administered, are complied with.

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POLICY

13. The DoD EO and AA policy shall

- a. attract to the DoD individuals who have potential, the capacity to grow, dedication and the ability to perform the job requirements;
- b. provide equal opportunities for all military and civilian employees to advance to the highest level of responsibility possible, based on their individual ability and diligence;
- c. assist the previously disadvantaged groups to develop their skills and potential in leadership positions;
- d. ensure that equal opportunity practices enhance mission-readiness at all times;
- e. ensure employment equity;
- f. create an environment that values diversity and fosters mutual respect and dignity among all represented population groups serving in the DoD;
- g. prevent and deal with all forms of sexual harassment by the creation of an appropriate climate of awareness, understanding and censure within the DoD;
- h. eradicate all forms of unfair discrimination;
- i. acknowledge and entrench the right of women to have the opportunity to serve in all ranks and positions, including in combat roles;
- j. subscribe to the principle of AA as a measure to provide equal opportunities in the DoD;
- k. fast-track military and civilian employees, specifically previously disadvantaged employees who have the required prerequisites, potential and/or competencies, to prepare them for leadership roles;
- l. develop special programmes to suit the specific needs of previously disadvantaged and other individuals or groups to develop their full potential, thereby empowering them to perform their tasks more efficiently; and
- m. ensure that no DoD employee unfairly discriminates against any other DoD employee or any other person(s) they officially deal with.

APPLICABILITY

14. The EO provisions of this policy shall apply to all members of the SANDF and employees of the DoD, and all potential members or employees, whether they are serving or applying to serve in the full-time component, part-time component or in the reserves.

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15. The AA provisions of this policy shall apply to the previously disadvantaged members of the DoD and to both military and civilian candidates during recruitment.

16. Failure to comply with the requirements and/or provisions of this policy may constitute an offence that shall be dealt with in terms of the provisions of the Defence Act, 1957 (Act 44 of 1957) and specifically in terms of the provisions of the MDC for military members and the Public Service Act, 1994 (Proclamation No 103, 1994) and the Labour Relations Act, 1995, in the case of civilian employees of the DoD. All other personnel (not included above) working in the DoD environment shall be dealt with in terms of appropriate legislation.

ACCOUNTABILITY AND RESPONSIBILITY

17. The overall responsibility rests with the Head of the Department who is accountable to the Minister of Defence for the execution of this policy. He or she shall ensure that all chiefs of DoD components implement this policy and its programmes in their respective areas of responsibility. The Minister, in turn, is responsible to Parliament for the implementation of this policy.

HEAD OF DEPARTMENT

18. The responsibilities of the Head of Department are as follows:

- a. Representing and advising the Minister of Defence on EO and AA issues pertaining to this policy.
- b. Providing guidance when developing all DoD programmes to ensure EO and AA for DoD personnel.
- c. Directing the development, implementation and monitoring of the effectiveness and compliance with the DoD EO and AA policy in support of national objectives.
- d. Ensuring that all DoD components comply with the requirements of this policy.
- e. Directing that all DoD personnel receive on-going training in EO and AA commensurate with their rank level.
- f. Providing guidelines on redressing the under-utilisation of the various disadvantaged groups and monitoring, assessing and evaluating specific goals of AA programmes.
- g. Monitoring to ensure the fair, impartial and timely investigation, resolution and follow-up of all complaints of discrimination that arise in terms of this policy at all levels within the DoD.

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- h. Establishing a programme for recognising individuals and organisations for outstanding achievement in one or more of the major EO and AA aspects dealt with in this policy.
- i. Providing guidance for the establishment of AA programmes that identify and resolve EO and AA related issues.
- j. Ensuring that appropriate action is taken against individuals who commit acts of unfair discrimination.
- k. Establishing appropriate sexual harassment information for all members and employees concerning the nature of sexual harassment and methods of dealing with it and ensuring that all are informed of the type of action that will be taken against individuals or groups who commit such offences.
- l. Ensuring the development and implementation of an effective EO and AA organisational structure.
- m. Ensuring the implementation of programmes for all civilians serving in the DoD who are not under the control of the CSANDF, in order to implement this policy.

CHIEF OF THE SANDF

19. The responsibilities of the CSANDF are as follows:

- a. Instituting programmes for implementing this policy down to unit level.
- b. Ensuring that such programmes are so designed and instituted that they have the desired effect of promoting high morale, effective mission-readiness and cohesion.
- c. Ensuring that AA/EO advisers are properly trained and appointed at each base and/or unit.

EQUAL OPPORTUNITIES CHIEF DIRECTORATE (EOCD)

20. The responsibilities of the EOCD are as follows:

- a. Advising the Head of Department on AA and EO policy.
- b. Co-ordinating policy and reviewing military and civilian AA and EO programmes.
- c. Assisting in the development of EO and AA education and training programmes.
- d. Monitoring and evaluating the progress of EO and AA programmes.

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- e. Appraising documents and facilitating changes in practices that unfairly discriminate against DoD personnel.
- f. Developing management information and reporting systems to assess the progress of EO and AA programmes and to assess the achievement of objectives on an annual basis.
- g. Ensuring ongoing research and development with regard to (wrt) EO and AA.

CHIEFS OF DOD COMPONENTS

21. The responsibilities of the chiefs of DoD components are as follows:
- a. Ensuring that all DoD policies and programmes are understood and implemented at all levels of military command and civilian management.
 - b. Ensuring that all DoD personnel are subjected to appropriate EO and AA training at all levels in order to give effect to this policy.
 - c. Establishing EO and AA mechanisms that identify and resolve EO and AA issues, and provide goals and objectives.
 - d. Ensuring that all EO and AA related complaints are investigated in a fair, impartial and prompt manner.
 - e. Establishing AA and EO incentives in recognition of individuals and organisational units for outstanding achievement in any of the EO aspects dealt with in this policy.
 - f. Submitting an annual report in which the progress concerning the achievement of the established AA and EO objectives is outlined.

LOWER LEVELS OF COMMAND/MANAGEMENT

22. EO and AA are command and management functions. Therefore every commander or manager shall ensure that this policy is implemented at all levels, and that all members under his or her command or control have been informed of the EO and AA policy and programmes. Full use should be made of EO and AA advisers to assist in the implementation of this policy. Such command and management responsibility means that commanding officers or civilian managers shall be accountable for infringements regarding racism, sexism and other acts of discrimination that may occur at their units or components, if no appropriate action is taken by them.

EQUAL OPPORTUNITY**PRINCIPLES**

23. The principles of EO are governed by equity, equality of opportunity and non-discrimination.

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OBJECTIVES

24. The objectives of EO are to
- a. eliminate all forms of unfair discrimination in the management of DoD human resources;
 - b. instil equality and equity as a core value of the DoD. This will ensure an environment free from personal, social, or institutional barriers that prevent DoD personnel from advancing to the highest level according to their individual competencies;
 - c. value diversity and foster mutual respect;
 - d. constantly identify and correct unfair discriminatory policies and practices within the DoD;
 - e. enhance mission-readiness through equal opportunity;
 - f. manage EO programmes that contribute to achieving cohesion, thereby guaranteeing equity;
 - g. acknowledge the rights of women to serve in all ranks and positions, including in combat roles;
 - h. acknowledge that sexual harassment is a form of sex and gender discrimination that negatively impacts on mission-readiness; and
 - i. to instil the ethic of commitment amongst all DoD personnel so that an environment is established in which EO is guaranteed.

AFFIRMATIVE ACTION**PRINCIPLES**

25. AA is a process designed to address the imbalances of the past. Consequently it is used as a vehicle to facilitate the objectives of equal opportunity at all levels. Thus it targets the present and future needs of individuals or groups disadvantaged by unfair discrimination.

26. AA introduces specific programmes, including supplementary training and supportive training, in order to assist those who have been disadvantaged, and targeting them as the main beneficiaries of a specific programme.

27. AA terminates when disadvantaged personnel have been assisted to such an extent where the need for such assistance no longer exists.

28. AA is a constitutional imperative and the effects thereof may instil real or perceived fears in certain individuals. However, it is a principle of this policy to apply AA in a fair manner, taking cognisance of substantive and procedural fairness.

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OBJECTIVES

29. AA proceeds from the premise that the population groups in the DoD are inadequately represented. The following are the objectives of AA:

- a. To ensure that the DoD, its leadership in particular, is broadly representative of the population.
- b. To create greater equality of opportunity at various levels. To fast-track those DoD members who were previously disadvantaged to ensure employment equity.
- c. To provide guidelines on human resource practices that will enhance AA programmes. Such guidelines shall provide specific time-frames and the numbers of targeted groups.
- d. To eradicate the practice of tokenism in the development and advancement of the disadvantaged.

DISCRIMINATION**RACIAL DISCRIMINATION**

30. The negative effects of racism are legion and range from the under-utilisation of an individual's skills and potential to tension and violence. The DoD is committed to eradicating this form of discrimination and therefore tasks all Chiefs of DoD components with the following:

- a. **Awareness.** Make all personnel aware of the existence of individual and group racism in all its forms.
- b. **Education.** Educate and provide practical skills training to all DoD personnel in how to behave in a racially unbiased manner.
- c. **Participation.** Stress the advantages of constant efforts to build up the abilities of all personnel, irrespective of race.
- d. **Memberships.** Encourage membership of committees, clubs, and sports organisations traditionally associated with specific racial groups in order to promote social integration and understanding.
- e. **DoD Publications.** Publish well-constructed internal media programmes to assist in the reducing of racial prejudice.
- f. **Change Management.** Constantly manage the racial shifts that are occurring within the DoD.

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- g. **Leadership.** Chiefs of DoD components shall set standards that create an environment in which others are able to excel, one that is free of hostility, intimidation and unfair treatment.

EMPLOYMENT EQUITY FOR WOMEN

31. All discriminatory practices or attitudes, past and present, involving women who are serving in all roles, including those in combat roles, shall be identified and dealt with in accordance with this policy. All teams, delegations and other groups shall give due consideration to ensuring mission accomplishment, while giving due regard to representivity.
32. During parades and squad drills, women should preferably be grouped together to obviate problems with the length of their step, the carrying of arms and other gender sensitive drill adaptations. Such adaptations constitute fair discrimination based on physiological differences.
33. It shall be DoD EO and AA policy to afford opportunities to women to participate in combat roles, if they so choose. The working environment shall be made conducive to the successful training, development and employment of women in the DoD.
34. Within the bounds of efficiency, facilities should be improved to be gender-appropriate with due regard to privacy and decency.
35. The number of training facilities for women in all musters and specialised fields shall be increased in order to increase the training pool of women, thereby achieving representivity targets as approved by the Head of the DoD.

PREGNANCY

36. Pregnancy is a normal occurrence, and pregnant employees are protected in terms of the Constitution. Although the state of pregnancy is not conducive to physical training and the combat requirements of the SANDF in particular, the DoD shall not
- a. terminate the employment of any woman employed in the DoD on account of pregnancy, irrespective of her marital status, or
 - b. discriminate against pregnant women as regards academic training, promotion and career development on account of pregnancy. A woman shall not be demilitarised or civilianised, or be unfairly transferred on account of her pregnancy.

GENDER

37. The DoD is committed to the prevention of discrimination against persons on the grounds of their gender. The following guidelines shall promote good order, discipline and equity for individuals in a non-sexist DoD:
- a. Regard and treat colleagues of all sexes as true equals.

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- b. Maintain a gender-fair and gender-neutral environment throughout the DoD.
- c. Eliminate all derogatory sexual themes and conduct.
- d. Eliminate obscene and explicit sexual language.
- e. Remove from display all pictures and posters that have sexual connotations.
- f. Allow no pornography in any form in the DoD workplace.
- g. Make no unwanted sexual advances.
- h. Avoid not only sexual harassment, but also all activities that raise the potential for sexual harassment.
- i. Refrain from fraternising in the work place.

HARASSMENT

38. The DoD is committed, through a concerted, multi-faceted effort, to eliminating and preventing all forms of harassment from occurring within the DoD.

39. Harassment in the working environment is a form of discrimination. It consists of offensive, abusive, derogatory or threatening conduct directed at an individual employee or group of employees as a result of a real or perceived attributes or differences. Such attributes or differences may concern gender, race, disability, sexual orientation or age.

40. Such behaviour is unwelcome, unsolicited, usually unreciprocated and is usually (but not always) repeated. It creates unpleasant working conditions and is aimed at humiliating or intimidating individuals or groups. It may influence productivity and quality of work.

41. Workplace harassment should not be confused with legitimate, constructive comments and advice (including appropriate negative comments or feedback) from managers and supervisors on the work performance or work-related behaviour of an individual or group. Feedback on work performance or conduct at work is distinguished from harassment in that feedback is intended to assist employees in improving their work performance or the standard of their conduct.

42. Minority groups or juniors who differ in race, colour, culture, tradition, religion or ethnicity are particularly vulnerable to harassment and commanders and civilian managers shall ensure their protection through equal treatment.

SEXUAL HARASSMENT

43. Sexual harassment is demeaning. Victims are denied the opportunity to do their best and the integrity of senior-subordinate relationships is undermined. The negative impact on productivity and mission-readiness as a result of increased absenteeism, a higher personnel turnover, lower morale, litigation, decreased effectiveness and the loss of personal, organisational and public trust, tarnish the image of the DoD.

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44. All DoD personnel are obligated not to ignore or condone harassment in any form, whether it be between the same or opposite sexes. Every effort shall be made to ensure that, during an investigation and subsequent prosecution, a victim of sexual harassment is not also the victim of defamation of character or retaliation. These responsibilities form part of the broader responsibility expected of all DoD personnel, ie to foster a positive climate and to take appropriate, corrective action when conduct is disruptive, provoking, discriminatory or otherwise unacceptable.

SEXUAL ORIENTATION

45. In its *White Paper on Defence* the DoD declared that it will operate strictly within the parameters of the Constitution, ie for human rights and non-discrimination against its personnel on the grounds of their sexual orientation.

46. Discrimination on the grounds of homophobia and/or heterosexism, whether overt or covert, is prohibited. The intentional discrimination on grounds of homophobia and/or heterosexism is likewise prohibited. The condoning thereof by, especially, persons in authority is also prohibited.

47. The chiefs of DoD components shall implement practical awareness programmes concerning heterosexism and homophobia in order to highlight the necessity for and methods of eliminating such prejudices.

RELIGIOUS ACCOMMODATION

48. There shall be no unfair discrimination on the basis of religious persuasion or lack thereof. DoD employees shall be polite, sensitive and shall respect the persuasions or beliefs of others.

LANGUAGE

49. There shall be no unfair discrimination on the basis of language. DoD employees shall be polite, sensitive and respect the language of others in order to promote understanding.

CONSCIENCE

50. In accordance with the Bill of Rights, the Constitution of the Republic of South Africa and any other statutory provisions, the DoD supports the principle that everyone has the right to freedom of conscience, religion, thought, belief and opinion. Freedom of conscience, as defined, extends to conscientious objection. Issues of objection to military service in the SANDF on the grounds of conscience shall be dealt with in terms of the provisions of the Defence Act. The values that underpin our political and philosophical traditions demand that every individual be free to hold and to manifest whatever beliefs and opinions his or her conscience dictates, provided that, *inter alia*, the manifestation of such beliefs and opinions does not injure his or her neighbours or their parallel rights to hold and manifest beliefs and opinions of their own.

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DISABILITY

51. For the DoD the main emphasis of disability is related to work performance. If a disability does not affect the effective performance of a job, the employment of a person with such a disability in such a job shall not be affected. Special measures shall be applied to attract persons from disadvantaged groups, such as people who have physical and non-physical disabilities to be employed in occupational posts from which they were previously excluded, in order to achieve the constitutional goal of representativeness in public administration. For a disabled person to function effectively in the work situation, it is necessary to make special provision for the "reasonable accommodation" of such persons in the DoD. The principle of reasonable accommodation obliges the DoD to take the following steps when employing disabled persons:

- a. As far as practicable the DoD shall provide disabled persons in its employ with appropriate devices and access that will assist such persons and will ensure effective adjustment to the work situation.
- b. The DoD shall provide disabled persons with appropriate career development, specialised training, and personal assistance, when required.
- c. The DoD shall create employment conditions that widen the range of employment options for disabled persons in order to make such options available to them.
- d. The DoD shall ensure that performance evaluation and the productivity of disabled employees is equitable in comparison with able-bodied persons.

TRAINING AND DEVELOPMENT

52. Training and development opportunities shall be accessible to all DoD personnel. The instructions contained in the Defence White Paper (1996) and the Defence Review (1997) are mandatory. To ensure that training is accessible to all DoD personnel, cognisance shall also be taken of the aims of adult basic education training programmes applicable to the DoD.

53. All personnel shall undergo periodic, mandatory training in EO and AA, beginning upon initial entry (basic training for uniformed members and structured programmes for civilians). Refresher courses and appropriate modules shall be included in all curricula.

54. Commanding officers and managers shall attend specialised programmes on EO and AA before they take office; special attention shall be given to dealing with trauma iro any violation of this policy.

55. EO and AA instructors/advisers shall be specially trained and certified at appropriate levels.

56. The training and development of DoD personnel who, in terms of this policy, are to be affirmed, shall be managed (by means of mentoring or otherwise) in order to cater for the needs of the organisation and the individual.

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MENTORING

57. Every organisation needs to implement a career development programme in order to introduce a succession of motivated, upward-moving employees. Mentoring allows people to learn under non-threatening circumstances at a relatively low direct cost and is effective for all types of people. It is one of the fastest expanding approaches to developing leadership and managerial potential. Mentoring benefits not only individual employees, but also the organisation and mentors. It facilitates recruitment and induction, improves the motivation of protégés and mentors, promotes a stable DoD culture, improves communication, saves on training and development costs, improves organisation and rapidly develops top achievers.

58. In order to obviate the negative effects of informal mentoring endeavours and to maximise the positive effects of mentoring, the DoD needs to formalise mentor and protégé relationships as an integral part of its development policy. Appropriate mentoring programmes shall be developed and implemented for disadvantaged groups, graduate recruits, new recruits and junior, middle and senior managers. The policy shall clearly stipulate the requirements and roles of mentors and protégés, the key roles of mentoring, namely coaching, facilitating, counselling and networking, and managing the mentoring relationship. It is the DoD's belief that all mentoring programmes must be formalised and routinely monitored to achieve the greatest benefit for individuals and the Department.

SPECIAL PROGRAMMES

59. Special programmes are programmes developed to achieve greater representativity in general and, in particular, amongst the previously disadvantaged groups. Such programmes can be registered with the Department of Public Service and Administration before introducing them, in order to create uniformity. The DoD's special programmes shall satisfy the following criteria:

- a. Adherence to the provisions of the Constitution, relevant legislation and consistency with prescribed goals and objectives, norms and standards.
- b. Specification of objectives and time-frames within which to achieve them.
- c. Specification of an effective system for monitoring the successes and failures resulting from AA.
- d. Identification of key role players and specifications of their roles.
- e. Specification of plans to promote the acceptance of an ideal, broadly representative DoD and to establish positive attitudes to AA. The emphasis shall be on counteracting perceptions of tokenism or stereotyping target groups, while promoting an effective and efficient rendering of services.

RECRUITMENT AND SELECTION

60. Special measures shall be taken to ensure that the previously under-represented groups are actively encouraged to be employed in those occupational spheres from which they were previously excluded, eg nursing for men, pilot training for women, etc.

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61. Assessment methods shall be culture-fair. Assessment methods shall be culturally unbiased and shall be objective, especially iro recruitment and selection.

62. **Representivity**. With due cognisance of applicable policy at any given time, special attention shall be devoted to serving the interest of broad representivity by

- a. systematically targeting previously disadvantaged groups;
- b. using appropriate role models as recruiting personnel;
- c. supplying information (oral and written) in the language the target audience understands;
- d. targeting specific academic institutions when seeking individuals with appropriate skills to ensure representivity;
- e. ensuring that assessment methods and skills testing are culture-fair and that they serve to benefit specific candidates from disadvantaged backgrounds;
- f. ensuring that selection boards are representative in terms of population group representation and gender mix; and
- g. by ensuring strict adherence to prescribed representivity ratios when personnel are selected for force reduction during rationalisation.

63. **Promotion**. EO principles, underpinned by prescribed qualifications and experience, and weighed against individual performance, shall determine promotion. However, accelerated advancement and fast-tracking can be applied to promote broad representivity and to compensate for being disadvantaged, if an individual agrees thereto.

MANAGEMENT OF DIVERSITY

64. Uniformity and regimentation are internationally accepted characteristics of all effective and efficient defence forces: the SANDF bears the same characteristics. However, the diversity (including language, religious and social diversity) of the South African nation, which is microcosmically reflected in the DoD, is recognised. Commanders, leaders and managers at all levels shall be mindful of taking diversity which, if poorly managed, may adversely affect work performance, into account when making command or management decisions. Such decisions shall be justified at all times in terms of other relevant instructions and operational requirements.

65. The benefits of taking diversity into account are as follows:

- a. Full utilisation of the DoD's personnel.
- b. Reduced interpersonal conflict as respect for diversity increases.
- c. Enhanced working relationships based on mutual respect and increased employee knowledge of multi-cultural issues.

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- d. A shared organisational vision and increased commitment among diverse employees at all organisational levels and across all functions.
- e. Greater innovation and flexibility as members and employees participate fully in key decision-making and problem-solving groups.
- f. Improved productivity as more employee effort is directed at accomplishing tasks and less energy is spent on managing interpersonal conflict and cultural clashes.

66. Members of the DoD shall be mindful of military ethics, traditions and customs in the organisation they serve.

67. The successful accommodation of diversity in the workplace is served by

- a. practising mutual respect for one another at all levels;
- b. learning about other members' and employees' cultures and encouraging cross-cultural exchanges and events where possible and practicable;
- c. recognising and acknowledging different behaviour, customs and demands of particular cultures;
- d. adapting instructions at appropriate levels where possible; and
- e. referring requests and demands for policy amendments to higher authority, and ensuring that the outcome, whether positive or negative, is communicated.

COMMUNICATION**COMMAND COMMUNICATION**

68. The Head of Department shall ensure that the contents of all EO and AA instructions are communicated effectively at appropriate levels. Periodic updates shall be issued, and awareness campaigns shall be conducted systematically.

69. All official DoD publications should be regularly reviewed to ensure that this policy is consistently and correctly interpreted. Special attention shall be given to the particular cultural and social sensibilities of all DoD members.

70. EO and AA is a line function and therefore all commanders and managers shall have access to EO and AA advisers whom they may consult when dealing with EO and AA matters. Such suitably qualified personnel shall be available to all personnel within the DoD at all times. Such EO and AA advisers, however, shall not assume the responsibility of commanders and managers to equitably manage all EO and AA matters which may occur within their area of responsibility.

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COMMUNICATION WRT GRIEVANCES AND DISPUTES

71. Any employee who has a grievance or a dispute against another employee or the State related to any aspect addressed by this policy shall have normal recourse to the prescribed grievance procedures and channels.
72. If such grievance remains unresolved, the person or persons who remain aggrieved may take the matter further through the prescribed dispute-resolution mechanisms.
73. This policy does not deprive any individual of the right to avail herself or himself of legal rights and procedures.

FINANCE

74. Financial provision through appropriate structures at all appropriate levels, shall be made to implement this policy. All budgeting authorities shall thus make special provision for resources to support EO and AA training and awareness programmes commensurate with their personnel numbers and their level of training.

SUPPLEMENTARY INSTRUCTIONS

75. Controlling Authority. The controlling authority is the Secretary for Defence.
76. Responsible Authorities. The Chief Director Equal Opportunities is responsible for the compilation and periodic updating of this policy document in conjunction with the Chief of Policy and Planning who, in turn, is responsible for issuing and monitoring the implementation of this policy.
77. Executive Authorities. Chiefs of Divisions responsible to the Secretary for Defence and Chief of the National Defence Force shall ensure that this policy is adhered to at all applicable levels in the divisions of the DoD for which they are responsible.
78. Time Factors
- a. Implementation Date. 1 June 1998.
 - b. Review Date. 31 December 1998 and annually thereafter.
79. Drafter. Col J.J.W. Kotze (SSO EO, CD Equal Opportunities, DHQ)
Telephone: (012) 355-5881, Facsimile: (012) 355-5898.
80. Co-ordinator for Defence Secretariat. Col J.P. Cronje (Directorate AOT Policy Publications), Telephone: (012) 355-5507

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